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International drug control

International cooperation against the world drug problem

Report of the Secretary-General

Summary

The present report has been prepared pursuant to General Assembly resolution 63/197, entitled "International cooperation against the world drug problem", in which the Assembly requested the Secretary-General to submit to it at its sixty-fourth session a report on the implementation of that resolution. The report provides an overview of the status of implementation of the mandates relating to international drug control by the Commission on Narcotic Drugs and by the United Nations Office on Drugs and Crime. It also provides an overview of the world drug situation. This report should be read in conjunction with the report of the Commission on Narcotic Drugs entitled "Outcome of the high-level segment of the fifty-second session of the Commission on Narcotic Drugs on progress achieved in meeting the goals and targets set out in the Political Declaration adopted by the General Assembly at its twentieth special session" (A/64/92–E/2009/98).

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I. Introduction

1. In its resolution 63/197, the General Assembly recognized that despite continued and increased efforts by the international community, the world drug problem continues to constitute a serious threat to public health, the safety and well-being of humanity, in particular young people, and the national security and sovereignty of States, and that it undermines socio-economic and political stability and sustainable development. The resolution welcomed the decision by the Commission on Narcotic Drugs to convene a high-level segment, during its fifty-second session, in order to evaluate progress made since 1998 towards meeting the goals and targets set at the twentieth special session of the Assembly; identify future priorities and areas requiring further action, as well as goals and targets to be set in countering the world drug problem beyond 2009; and adopt a political declaration and other measures to enhance international cooperation. It encouraged the Commission and the United Nations Office on Drugs and Crime (UNODC) to continue their work on international drug control and urged all Governments to provide the fullest possible financial and political support to enable UNODC to continue, expand and strengthen its operational and technical cooperation activities, within its mandates.

2. The present report should be read in conjunction with the report of the Commission entitled "Outcome of the high-level segment of the fifty-second session of the Commission on Narcotic Drugs on progress achieved in meeting the goals and targets set out in the Political Declaration adopted by the General Assembly at its twentieth special session".[1]

3. The present report provides an overview of the world drug situation and on the status of implementation of the mandates relating to international drug control by the Commission on Narcotic Drugs and by the United Nations system, in particular UNODC, in areas such as research to increase knowledge and understanding of drug issues in order to expand the evidence base for policy and operational decisions and the promotion of regional initiatives and field-based technical cooperation projects in various parts of the world and various areas of drug control.

Overview of the world drug situation

4. In 2008 there were reductions in the production of cocaine and heroin.[2] Annual crop surveys conducted by UNODC showed a reduction of 19 per cent in opium poppy cultivation in Afghanistan and of 18 per cent in coca cultivation in Colombia. Trends in other regions were mixed, but not so much as to offset the declines in these two major production areas. Surveys of users in the world's biggest markets for cannabis, cocaine and opiates suggested that those markets were shrinking. In contrast, there were several indications that the global amphetamine-type stimulant (ATS) problem was worsening. Global seizures were increasing, and amphetamine-type stimulants were being manufactured in a growing number of countries, with diversifying locations and manufacture techniques.

[1] A/64/92–E/2009/98.

[2] *World Drug Report 2009*.

5. The total area under opium poppy cultivation decreased by 16 per cent, to 189,000 hectares in 2008, owing mainly to the decrease in Afghanistan. The level of cultivation in Myanmar and the Lao People's Democratic Republic was approximately the same as in 2007. Despite small increases in the Plurinational State of Bolivia (6 per cent) and Peru (4 per cent), the total area under coca cultivation decreased by 8 per cent in 2008, owing to the decrease in Colombia (18 per cent). The total area under coca cultivation fell to 167,600 hectares, close to the average level between 2002 and 2008, and well below the levels reached in the 1990s.

6. The total estimated area for outdoor production of cannabis in 2008 ranged from 200,000 to 642,000 hectares. The total cannabis herb production was estimated to range from 13,300 to 66,100 metric tons, and for cannabis resin from 2,200 to 9,900 metric tons.

7. In 2007, UNODC estimated that between 230 and 640 metric tons of amphetamine-group ATS and between 72 and 137 metric tons of ecstasy-group ATS were manufactured, and shifts were registered in the location of production – often from developed to developing countries.

8. As regards global trends in drug consumption, UNODC estimated that in 2007 between 172 and 250 million persons had used illicit drugs at least once in the past year, including casual consumers and heavy or "problematic" drug users. Estimates made by UNODC suggest that there were between 18 and 38 million problem drug users in 2007.

9. More than half of the world's opiate-using population is thought to live in Asia. The highest levels of use are found along the main drug-trafficking routes close to Afghanistan. Opiates remain the world's main problem drug in terms of treatment. Europe has the largest opiate market in economic terms, and although use appears to be stable in many Western European countries, increases have been reported in Eastern Europe.

10. The largest market for cocaine remains North America, followed by West and Central Europe and South America. Significant declines in cocaine use were reported in the United States of America. Following strong increases in recent years, a number of surveys in Western European countries showed the first signs of stabilization, whereas cocaine use still appears to be increasing in South America and some African countries.

11. The highest levels of cannabis use remain in the established markets of North America and Western Europe, although there are signs that the levels of use are declining in developed countries, particularly among young people. UNODC estimated that between 16 and 51 million people used amphetamine-group substances at least once in 2007. Injecting drug use was responsible for an increasing rate of HIV infection in many parts of the world, including countries in Eastern Europe, South America and East and South-East Asia.

II. International cooperation against the world drug problem

12. In 2007, at its fiftieth session, the Commission on Narcotic Drugs decided to convene a high-level segment during its fifty-second session, in 2009, on the

follow-up to the twentieth special session of the General Assembly, on the world drug problem, held in 1998.

13. On 12 March 2009, ministers and other representatives of Member States participating in that high-level segment adopted the Political Declaration and Plan of Action on International Cooperation towards an Integrated and Balanced Strategy to Counter the World Drug Problem.

14. The Political Declaration and Plan of Action identifies future priorities and areas requiring further action, as well as goals and targets in countering the world drug problem beyond 2009. In particular, the Political Declaration and Plan of Action recognized that: (a) the three international drug control conventions continue to provide the international legal framework for drug control and international cooperation; (b) the approach of the international community to the drug problem beyond 2009 should continue to be based on the principle of shared responsibility; (c) supply and demand reduction strategies should be mutually reinforcing elements of comprehensive strategies and actions and should take into account socio-economic aspects, health and education, as well as respect for human rights; and (d) Member States should strengthen their efforts to reduce the health and social consequences of drug abuse.

15. Pursuant to General Assembly resolution 63/197, the outcome of the high-level segment of the Commission, including the Political Declaration and Plan of Action and the outcome of the four high-level round tables, are being transmitted through the Economic and Social Council to the Assembly.[1] In that resolution, the Assembly decided to consider the results of the high-level segment of the fifty-second session of the Commission at a plenary meeting at its sixty-fourth session, in 2009. The meeting should constitute an opportunity for Member States to reaffirm the commitments made in the Political Declaration and Plan of Action.

16. At its fifty-second session the Commission also adopted resolution 52/12, entitled "Improving the collection, reporting and analysis of data to monitor the implementation of the Political Declaration and Plan of Action on International Cooperation towards an Integrated and Balanced Strategy to Counter the World Drug Problem", which concerns the development of the main instrument to measure and evaluate the results of action by the international community in this field.

17. At the fifty-second session of the Commission, all speakers welcomed the Political Declaration and Plan of Action adopted at the high-level segment, which set new commitments in all areas of drug control.

18. Several speakers indicated that, despite the efforts undertaken since 1998 to achieve significant results in this field, considerable difficulties still remained, particularly as regards new trends in the illicit use of drugs. They emphasized the importance of drug demand reduction and reported on drug abuse prevention and treatment activities in their countries. In many countries, drug dependence was considered a chronic health disorder and not a form of criminal behaviour. Representatives stressed the need to ensure that in treating users of illicit drugs the human rights of every individual were respected. Speakers also underlined the relationship between illicit drug use and social exclusion.

19. Several speakers defined "harm reduction" as interventions to reduce the health and social consequences of drug abuse and expressed the view that they

should be integrated into drug demand reduction initiatives for preventing the spread of HIV and other infectious diseases among drug abusers, as well as preventing drug-related deaths and other consequences of drug abuse. Other representatives reported on negative experiences with such interventions and noted that they were not included in drug demand reduction strategies in their countries.

20. Several speakers emphasized that efforts to reduce the supply of illicit drugs should be pursued with due respect for human rights and the rule of law. With regard to bilateral, regional and international cooperation in the fight against drug trafficking, special mention was made of the importance of increased judicial cooperation, mutual legal assistance, the extradition of drug traffickers, the sharing of information, controlled delivery and the provision of technical training and assistance.

21. The continued cultivation of opium poppy and production of opium in Afghanistan required a coordinated, international, long-term response in line with the principles of shared responsibility and proportionality. Attention was drawn to the importance of regional initiatives and mechanisms, such as the Paris Pact initiative and its Rainbow Strategy and the Triangular Initiative of Afghanistan, Iran (Islamic Republic of) and Pakistan. The Commission adopted resolution 52/2, entitled "Strengthening the law enforcement capacity of the main transit States neighbouring Afghanistan, based on the principle of shared responsibility".

22. Several speakers expressed concern about the alarming increase in trafficking of cocaine through West Africa and of heroin through East Africa. The Commission adopted resolution 52/4, entitled "Progress made towards strengthening international support for States in West Africa in their efforts to combat drug trafficking", and resolution 52/3, entitled "International support to States in East Africa in their efforts to combat drug trafficking", both of which invite Member States and relevant international organizations to intensify their efforts in support of those African States most affected by this problem.

23. Speakers expressed concern at the resurgence of trafficking in amphetamine-type stimulants and reiterated their Governments' commitment to reduce the supply of those substances. Emphasis was placed on the importance of maintaining close monitoring and control over the manufacture and sale of precursors in order to detect diversions.

24. Several speakers noted that links existed between drug trafficking and organized crime, money-laundering and corruption, and that such links should be addressed within the broad international legal framework.

25. Several speakers highlighted the importance of alternative development programmes for reducing the supply of illicit drugs, observing that such programmes needed to be complemented by law enforcement efforts in order to be successful. The need to ensure long-term financial and political support and commitment to alternative development programmes was also stressed. The Commission adopted resolution 52/6, entitled "Promoting best practices and lessons learned for the sustainability and integrality of alternative development programmes". For a more detailed account of the action taken by the international

community and the deliberations, see the report on the fifty-second session of the Commission on Narcotic Drugs.[3]

III. Action by the United Nations system

26. Through its drug programme, UNODC aims to make the world safer from drugs by supporting the work of the Commission on Narcotic Drugs and its subsidiary bodies and by supporting Member States through technical assistance, legal advice and research. UNODC is strategically placed to identify those areas in the world where its involvement can make the greatest contribution by strengthening regional capacity or mobilizing the support of the international community to match recipients' needs. The operations of UNODC are goal-oriented and seek solutions to challenging new trends and emerging problems. UNODC assists States in fulfilling their drug control commitments and supports their efforts to meet the standards they have set for themselves. For a detailed account of the activities of UNODC, see the report of the Executive Director on the activities of the United Nations Office on Drugs and Crime.[4]

A. Health dimension

1. Reducing drug abuse and its health and social consequences

27. UNODC supports and promotes evidence-based prevention programmes. Together with Governments and non-governmental organizations (NGOs), UNODC targets young people through schools to provide them with necessary information to develop their resistance and personal and social skills and to make healthy and pro-social choices.

28. Families with young children and adolescents are supported with cost-effective family skills training programmes for parents and children to improve family bonding, parental monitoring and supervision, and communication of positive family values. UNODC has published the *Guide to Implementing Family Skills Training Programmes for Drug Abuse Prevention*[5] to help governments, policymakers, research institutions and NGOs to choose the most suitable evidence-based family skills training programme for their use.

29. UNODC has been successfully implementing a workplace prevention model to assist both public and private companies in developing and implementing programmes leading to a decrease in drug use and substantial gains for companies and workers in terms of reduced tardiness, absenteeism and accidents and increased productivity.

30. UNODC works with governments, policymakers, professionals and media to counteract stigma and discrimination against drug users, drug-dependent individuals and people living with HIV, while actively promoting evidence-based treatment

[3] *Official Records of the Economic and Social Council, 2009, Supplement No. 8* (E/2009/28-E/CN.7/2009/12).

[4] E/CN.7/2009/3-E/CN.15/2009/3.

[5] United Nations publication, Sales No. E.09.XI.8.

facilities and supporting human rights and humanitarian procedures in the context of treatment for drug dependence.

31. UNODC has been disseminating good practices and evidence-based methodologies to enhance professional qualifications and to promote the development of new professionals in the delivery of services for drug users.

32. UNODC promotes a comprehensive approach and provides technical assistance to support governments and NGOs in scaling up treatment services and building a rehabilitation-oriented continuum of care, from outreach activities to a wide variety of clinical programmes. Comprehensive approaches need to include due attention to social and economic issues such as unemployment and poverty that contribute to the circumstances that render members of socially marginalized groups vulnerable to becoming drug users and victims or perpetrators of crime.

2. Access to treatment, health care and social services, including prevention of HIV/AIDS and other drug-related diseases

33. UNODC has been supporting governments and civil society in developing or adapting legislation, policies and strategies for equitable access to HIV prevention, treatment, care and support services among drug users, particularly injecting drug users. To this end, the Office has been implementing various activities, such as supporting legal and policy reviews as they relate to drug use and HIV, and providing training and other technical support to parliamentarians, judges and law enforcement officials on the human rights of drug users. UNODC has also been providing direct technical assistance and building the capacity of countries, including civil society, to scale up evidence-informed comprehensive HIV prevention, treatment and care services.

34. The World Health Organization (WHO), UNODC, Joint United Nations Programme on HIV/AIDS (UNAIDS) *Technical Guide for Countries to set Targets for Universal Access to HIV Prevention, Treatment and Care for Injecting Drug Users*[6] encompasses a comprehensive package of interventions for injecting drug users. That document has also been designed to contribute to the availability of harmonized data at the country level in relation to all essential elements of HIV prevention and treatment among injecting drug users.

35. To help countries to move towards universal access, UNODC also contributed to the development of policy and operational guidelines and helped countries in the implementation of (a) collaborative tuberculosis and HIV services for drug users, (b) opioid substitution therapy programmes for injecting and other drug users and (c) antiretroviral treatment services for HIV-positive injecting drug users.

3. Inter-agency cooperation

36. The UNODC-WHO Joint Programme on drug dependence treatment and care (2009-2013)[7] involves governments, clinical centres for drug-dependence treatment, hospitals for infectious diseases, universities, municipalities and civil society organizations. The Joint Programme advocates for evidence-based and human rights-based drug-dependence treatment services and provides technical assistance

[6] WHO, Geneva, 2009.

[7] http://www.unodc.org/docs/treatment/WHO_-_UNODC_Joint_Programme_Brochure.pdf.

to promote the delivery of low-cost, evidence-based, mainstreamed services. UNODC is developing similar partnerships with other United Nations organizations for drug abuse prevention.

37. As the leading UNAIDS agency in the area of injecting drug use and HIV, UNODC, jointly with WHO and the UNAIDS secretariat, developed, adapted and disseminated other evidence-based guidelines and best practices related to HIV prevention, treatment and care for injecting drug users, including gender-responsive operational tools and guidelines, and provided technical assistance to governments and civil society for their implementation.

B. Supply dimension

1. Regional initiatives to counter illicit production of and trafficking in drugs

38. The Triangular Initiative between Afghanistan, Iran (Islamic Republic of) and Pakistan to facilitate border control and legal cooperation remained a cornerstone of UNODC technical support to address the trafficking of Afghan opiates. A first pilot joint operation under this initiative was launched in March 2009 and led to drug seizures and the dismantling of criminal drug networks.

39. In 2008, Afghanistan accounted for 93 per cent of global production of opium poppy. In the same year, UNODC launched the regional Rainbow Strategy, addressing key issues such as tackling Afghan opium production, trafficking and consumption through cross-border cooperation; creating regional intelligence-sharing networks; developing precursor control networks; monitoring money flows; and aiding drug demand reduction efforts. Within the strategy, Operation TARCET (Targeted Anti-trafficking Regional Communication, Expertise and Training) established partnerships among countries that led to sizeable seizures of chemical precursors in Afghanistan, Iran (the Islamic Republic of), Kyrgyzstan, Pakistan, Tajikistan and Uzbekistan.

40. Through the Paris Pact, UNODC facilitates periodic consultations and strategic thinking at the expert and policy levels among development partners in order to discuss, identify and set in motion coordinated actions to stem the trafficking of opiates from Afghanistan and address the drug abuse situation in priority countries. In 2008, UNODC organized meetings of senior international counter-narcotics officials to review and improve regional and international efforts to contain the Afghan opiate threat, with a focus on the Black Sea and East Africa regions, as well as the financial flows linked to the illicit production and trafficking of Afghan opiates. The first concrete outcomes were noted during 2008, with significant seizures of the precursor chemical acetic anhydride throughout the region and multi-ton seizures in both Iran (Islamic Republic of) and Pakistan. In addition, the first-ever joint operation against drug-trafficking networks was carried out by Afghanistan, Iran (Islamic Republic of), and Pakistan in March 2009, leading to seizures of drugs and the arrest of drug traffickers.

41. UNODC has also developed the Automated Donor Assistance Mechanism (ADAM), an Internet-based tool for coordinating counter-narcotics technical assistance in countries along the main opiate-trafficking routes from Afghanistan.

ADAM contains information on over 500 counter-narcotics projects in the region and has over 200 active users.

42. The UNODC-supported Central Asia Regional Information and Coordination Centre (CARICC), a law enforcement counter-narcotics information-exchange platform in Central Asia, has been operational since November 2007. The Centre supports its constituent partners, the broader region and beyond in the facilitation of information on illicit drug trafficking and persons involved in the coordination of operational law enforcement responses among Azerbaijan, Kazakhstan, Kyrgyzstan, the Russian Federation, Tajikistan, Turkmenistan and Uzbekistan. In addition, UNODC has assisted States in the Persian Gulf area in the establishment of agencies to counter cross-border drug trafficking.

43. A regional programme to promote the rule of law and human security in South-Eastern Europe was developed in 2008, also covering drug-related problems. Projects have been implemented in various areas, with particular emphasis on counter-narcotics enforcement.

44. UNODC has prepared a regional programme for promoting the rule of law and human security in the Caribbean for the period 2009-2011, including illicit drug trafficking and transnational organized crime as challenges to development in the region. The Santo Domingo partnership monitoring mechanism is a technical assistance project aimed at facilitating periodic consultations and strategic thinking among partners and experts at the policy level in order to jointly discuss, identify and set in motion coordinated actions to stem illicit drug trafficking, as well as related organized crime, from, to and through Central America and the Caribbean, prepared pursuant to Commission resolution 52/11.

45. In partnership with the World Customs Organization, the UNODC Container Control Programme established special operational units in Ghana, Pakistan, Senegal and, in 2009, Turkmenistan, for the profiling of containerized freight for inspection. The programme is also expanding to include other seaports and dry ports in the Central Asian region, with additional plans on track for a regional response for Caspian Sea ports and key installations in South America, Central America and the Caribbean.

2. Control of amphetamine-type stimulants

46. The manufacture, trafficking and consumption patterns of synthetic drugs have demonstrated a unique capacity to swiftly shift and overwhelm public health and public security agencies in vulnerable countries. The publication of the UNODC report *Amphetamines and Ecstasy: 2008 Global ATS Assessment*[8] and the *Global SMART Update 2009*[9] highlighted the challenges involved in monitoring the dynamic and mobile synthetic-drug market. In recognition of the need for a focused global response to the ATS problem, UNODC launched the global Synthetics Monitoring: Analyses, Report and Trends (SMART) programme, designed to assist Member States in key priority regions to generate, manage, analyse and report synthetic-drug information and to provide the international community with an evidence base for effective operational responses and interventions.

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[8] United Nations publication, Sales No. E.08.XI.12.

[9] http://www.unodc.org/documents/scientific/ATS_Newsletter_VOL1_2009_web.pdf.

3. Combating money-laundering

47. UNODC provided technical assistance to more than 100 countries and jurisdictions in 2008 through its Global Programme against Money Laundering. A mentoring initiative forms part of this support, offering eight field-based experts who deliver sustainable assistance in Central Asia, South-East Asia, Latin America, Africa and the Pacific islands. UNODC has also assumed a coordination role in the Pacific Anti-Money Laundering Programme, which provides legal and operational technical assistance through mentoring to 14 Pacific Islands Forum jurisdictions. The Global Programme against Money Laundering took the lead in a new initiative on financial flows to and from Afghanistan linked to illicit drug production and trafficking, producing a draft report in conjunction with partners – the International Monetary Fund, the International Criminal Police Organization, the Egmont Group, the Eurasian Group and the World Bank.

4. Action of the Subsidiary bodies

48. UNODC acts as the secretariat of the subsidiary bodies of the Commission on Narcotic Drugs, namely, the Subcommission on Illicit Drug Traffic and Related Matters in the Near and Middle East and the regional meetings of heads of national drug law enforcement agencies, with a view to strengthening regional cooperation among law enforcement authorities in the fight against drug trafficking. Four meetings of the subsidiary bodies were held in 2008 and 2009: the Eighteenth Meeting of Heads of National Drug Law Enforcement Agencies, Africa, held in Yamoussoukro from 8 to 12 September 2008; the Eighteenth Meeting of Heads of National Drug Law Enforcement Agencies, Latin America and the Caribbean, held in Tegucigalpa from 13 to 17 October 2008 (UNODC/HONLAF/2008/5); the forty-third session of the Subcommission on Illicit Drug Traffic and Related Matters in the Near and Middle East, held in Tehran from 16 to 20 November 2008 (UNODC/SUBCOM/2008/2), and the Thirty-second Meeting of Heads of National Drug Law Enforcement Agencies, Asia and the Pacific, held in Bangkok from 10 to 13 February 2009 (UNODC/HONLAP/2009/32/5).

49. The subsidiary bodies of the Commission on Narcotic Drugs proved to be unique forums that provide drug law enforcement authorities from countries of specific regions with the opportunity to exchange information, enhance their cooperation at the technical and operational levels in the area of drug control and build trust and partnerships among counterparts in different countries. They transmitted their recommendations to the Commission on Narcotic Drugs,[10] leading to the adoption of a number of resolutions, including resolution 52/10, "Strengthening interregional cooperation among the States of Latin America and the Caribbean and the States of West Africa in combating drug trafficking".

[10] E/CN.7/2009/5.

C. Sustainable livelihoods

1. Alternative development programmes

50. In Afghanistan, UNODC continues its work to implement the Opium Poppy Free Road Map, in close collaboration with national and local governments. Investments in infrastructure, education and health were made, and the UNODC programme focused on addressing the immediate needs of farmers in order to assist the Afghan Government in consolidating the poppy reduction campaign.

51. UNODC activities in Myanmar focused on addressing the food security issue; its projects concentrated on basic infrastructure (water supply systems, schools, clinics and roads) and innovative agricultural technologies and offered a number of strategies to assist farmers in overcoming food shortages. UNODC alternative development projects increased paddy rice yields and improved the management of livestock. On a broader scale, UNODC continues to support the Kokang and Wa initiative, recognizing that the coordination of development partners is critical for success in food security and poverty reduction.

52. UNODC programmes in Colombia helped farmers to increase the production and marketing of cacao, coffee and natural rubber. To date, almost 50,000 families have participated in the Productive Projects Programme. Alternative development projects have also focused on environmental conservation and now integrate Kyoto Protocol activities into their programming. The protection of natural ecosystems is being promoted through the Forest Warden Families Programme, in which families that formerly earned their income from illicit cultivation or were at risk of being involved are employed as forest wardens in tropical forests.

53. In Peru, UNODC assisted small-farmer cooperatives in continuing to increase export levels of alternative development products. In 2008, export volume grew to $92,280,000, an increase of 55.2 per cent over the $59,500,000 recorded in 2007. Programmes benefited approximately 23,000 farming families and covered an area of 68,000 hectares with a per capita income of $4,011. UNODC projects work with local communities to diversify agricultural production as well as satisfy international and national market demand. Products such as organic cacao, organic coffee, palm oil, palmito and ornamental plants make up a large portion of the export base.

54. In Bolivia, UNODC supported farming families to engage in commercially viable and sustainable licit activities, including livestock breeding, forestry, agriculture and industrial activities, where significant income increases were achieved. Successes in agroforestry were consolidated, and the joint UNODC-Food and Agriculture Organization of the United Nations project Jatun Sach'a came to a close after 14 years of implementation.

55. In the Lao People's Democratic Republic, UNODC worked in collaboration with the Government to implement alternative development projects promoting food security and poverty reduction. UNODC continued to support the National Programme Strategy for the Post Opium Scenario, targeting 1,100 villages in conjunction with other development partners such as the German Federal Ministry for Economic Cooperation and Development, the Asian Development Bank and United Nations Industrial Development Organization. In 2008, the UNODC

alternative development programme assisted the Lao Government in drafting its National Drug Control Master Plan, a five-year strategy to address the illicit drug problem in the country.

56. Globally, UNODC continued its catalytic role and strengthened the South-South cooperative mechanism between the Andean countries and those of South-East Asia through the sharing of best practices and lessons learned and the preparation of a best practices technical guide highlighting the experiences of the UNODC programme in the Andean region. UNODC continues to raise the awareness of the broader development community about alternative development in order to ensure that these programmes are seen within the framework of broad-based agricultural and rural development. In this connection, UNODC is a member of the Global Donor Platform for Rural Development with a view to strengthening the coordination of international development activities and aligning donor development plans and programmes.

2. Monitoring of illicit crops

57. In 2008, UNODC, in collaboration with the Governments of Afghanistan, Bolivia (Plurinational State of), Colombia, Ecuador, the Lao People's Democratic Republic and Myanmar, continued to monitor the extent of illicit crop cultivation. This collaboration provided annual estimates of heroin and cocaine production for all major production areas, based on scientifically valid methods. A continuation of cannabis monitoring in Morocco undertaken between 2003 and 2005 is envisaged for 2010. The results were published in national, regional and global reports, including updates on specific areas of interest such as farm-gate prices of drug products and verified eradicated areas.[11] UNODC also strengthened scientific cooperation with centres of excellence in statistics and remote sensing to improve existing methodologies and develop new methods taking into account new research and technologies.

58. In 2008, potential opium production in Afghanistan was estimated at 7,700 tons, a 6 per cent decrease from 2007. In 2007, Afghanistan accounted for 93 per cent of potential global opium production, which was estimated at 8,890 tons. The report *Afghanistan: Opium Survey 2008* showed that the area of opium poppy cultivation fell to 157,000 hectares, a 19 per cent decrease from 2007. UNODC has strengthened the capacity of the Ministry of Counter Narcotics in Afghanistan, which has taken over responsibility for implementing many of the opium survey activities and has verified the eradication activities conducted by the Government.

59. The area under opium poppy cultivation in Myanmar has decreased significantly over the years, from 130,300 hectares in 1998 to only 21,500 hectares in 2006 (an 83 per cent decrease). The successful downward trend stalled, however, in 2007, and the area under cultivation increased by 3 per cent in 2008. Despite the strong decline over the last decade, Myanmar is still the second-largest opium poppy grower in the world, after Afghanistan.

60. In the Lao People's Democratic Republic, the area under opium poppy cultivation decreased from 26,800 hectares in 1998 to 1,600 hectares in 2008, a

[11] http://www.unodc.org/unodc/en/crop-monitoring/index.html.

reduction of 94 per cent. Thus, the country continued to account for less than 1 per cent of the world's opium poppy cultivation.

61. Coca-bush cultivation in Bolivia (Plurinational State of), Colombia and Peru was 167,600 hectares in 2008, an 8 per cent decrease from 2007. This was due mainly to a significant decrease in Colombia, which was not offset by small increases in Bolivia (Plurinational State of) and Peru. Global cocaine production decreased even more, by 15 per cent, owing to the continuing effects of area reduction and lower productivity in the main coca-cultivating regions of Colombia. In 2008, a second assessment of coca cultivation in Ecuador was made (the first was in 2006), again verifying that the level of cultivation was insignificant.

D. Monitoring drug trends

1. Data collection and research

62. UNODC released the *World Drug Report 2009* in June 2009. The report provided detailed estimates and trends on production, trafficking and consumption in the opium/heroin, coca/cocaine, cannabis and ATS markets. In 2009, for the first time, the *World Drug Report* featured special sections on the quality of drug data available to UNODC, trends in drug use among young people and police-recorded drug offences. It also discussed one of the unintended consequences of drug control – the black market for drugs – and how the international community could best tackle it. Other activities included the release of the annual illicit crop survey results and studies on the Balkans, West Africa, Central America and the Caribbean referred to in other parts of the present report. "A century of international drug control", published in February 2009, presented the basic historical development of the international drug control system.[12]

2. Emerging issues

Vulnerable transit regions

63. In recent years, UNODC research has drawn the attention of the international community to vulnerable regions located on major transnational drug-trafficking routes, including the Caribbean, Central America, South-Eastern Europe and West Africa. This analytical work has fed into the development of special programmes for these regions. The report "Crime and its impact on the Balkans"[13] (March 2008) found that the region continued to be the premiere transit zone for heroin destined for Western Europe. The paper "The threat of narco-trafficking in the Americas"[14] (October 2008) stressed the impact of the drug trade on other forms of crime, in particular violent crime. UNODC continued to pay special attention to Africa and, in particular, to cocaine trafficking through West Africa, which was analysed in the report "Drug trafficking as a security threat in West Africa"[15] (October 2008)

[12] http://www.unodc.org/documents/data-and-analysis/Studies/100_Years_of_Drug_Control.pdf.

[13] http://www.unodc.org/documents/data-and-analysis/Balkan_study.pdf.

[14] http://www.unodc.org/documents/data-and-analysis/Studies/OAS_Study_2008.pdf.

[15] http://www.unodc.org/documents/data-and-analysis/Studies/Drug-Trafficking-WestAfrica-English.pdf.

prepared for the Economic Community of West African States Ministerial Conference on Illicit Drug Trafficking as a Security Threat to West Africa.

3. Oversupply of heroin

64. Afghanistan supplies the bulk of the world's illicit opiate markets, accounting for more than 90 per cent of global illicit opium production. The supply of opium exceeds estimated demand by a wide margin, with grave and far-reaching implications for Afghanistan and the rest of the world. The opiate trade fuels opiate consumption and addiction in countries along the main drug-trafficking routes, driving the spread of HIV/AIDS and other blood-borne diseases before reaching the main consumer markets in Europe. UNODC has set up a monitoring capacity focusing on the Afghan opiate trade, including trafficking flows, stockpiling and the link between the opiate economy and insurgency.

E. Scientific and forensic support

65. Pursuant to Commission on Narcotic Drugs resolution 50/4, entitled "Improving the quality and performance of drug analysis laboratories", UNODC has provided support to institutions and government experts from over 85 Member States in the form of quality-assurance support, guidelines and best practice manuals, reference samples and field identification test kits. The international collaborative exercise, a UNODC proficiency testing scheme on the analysis of controlled substances in seizures and biological fluids is offered to Member States to allow national laboratories to continuously monitor their performance; 81 laboratories from 39 Member States have participated. Additional tools provided by UNODC to the drug forensic laboratory sector included *Guidance for the Implementation of a Quality Management System in Drug Testing Laboratories*[16] and *Guidelines on Representative Drug Sampling*.[17]

66. UNODC extended its support to the law enforcement sector by completing a computer-based training module on drug testing based on its existing field identification test kits for drugs and precursors. The series of multilingual dictionaries on narcotic and psychotropic substances, an important resource for regulatory and health authorities, was extended to precursors under international control.

67. In Asia and in Southern Africa, UNODC continued to foster regional cooperation between forensic laboratories, which resulted in the establishment of the Asian Forensic Sciences Network and the Southern Africa Regional Forensic Science Network.

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[16] United Nations publication, Sales No. E.09.XI.13.

[17] United Nations publication, Sales No. E.09.XI.10.

IV. Strengthening the drug programme of the United Nations Office on Drugs and Crime

1. Strategy for the period 2008-2011: regional and thematic approach

68. The three pillars of the work programme of UNODC are (a) research to increase knowledge and understanding of drug and crime issues and to expand the evidence base for policy and operational decisions; (b) normative work to assist States in the ratification and implementation of international treaties, the development of domestic legislation on drugs, crime and terrorism, and the provision of substantive and secretariat services to treaty-based and governing bodies; and (c) field-based technical cooperation projects to enhance the capacity of Member States to counteract illicit drugs, crime and terrorism. The three subprogrammes under programme 13 of the strategic framework of the United Nations for the period 2010-2011 correspond broadly to these three themes identified in the strategy for the period 2008-2011 for UNODC.[18] The integrated approach to addressing the challenges posed by drugs, crime and terrorism places the work of the Office within the context of the development, security and peace agenda.

69. In line with its medium-term strategy, UNODC has been developing integrated, multi-component regional and thematic programmes, marking an evolution of its work from project-based assistance to a more flexible programme-based approach. It is expected that this new approach will lead to greater transparency and engagement, alignment with governments' priorities and the involvement of other entities of the United Nations system, as well as to a greater degree of funding flexibility and an improvement of the funding situation of the Office.

2. Partnerships

70. Although the work of UNODC is mandated by a broad range of international legally binding instruments, its regular budget resources amount to less than 1 per cent of the regular budget of the United Nations. UNODC is therefore highly dependent on voluntary funding, and that creates a lack of predictability of resources and a potential for the distortion of programme priorities. Voluntary donor contributions for the drug programme (earmarked and general-purpose funding) come from a group of major donors,[19] as well as from other donor countries such as Brazil, China, Colombia, India and Peru, including in the form of cost-sharing.

71. In 2008 and 2009, UNODC continued holding regular policy consultations with the European Commission on drug and crime matters with a view to strengthening field-based cooperation, and engaged at the senior policy level with the World Bank, the Inter-American Development Bank and the Caribbean Community to explore the potential for joint operational activities, including in the areas of countering money-laundering and sustainable livelihoods. In the context of

[18] Economic and Social Council resolutions 2007/12, annex, and 2007/19.

[19] Australia, Austria, Belgium, Canada, Denmark, Finland, France, Germany, Ireland, Italy, Japan, Luxembourg, Netherlands, Norway, Spain, Sweden, Switzerland, Turkey, United Kingdom of Great Britain and Northern Ireland, United States of America and European Commission.

the Revised African Union Plan of Action on Drug Control and Crime Prevention (2007-2012), UNODC initiated a strategic policy exchange with the African Development Bank, including in the areas of anti-corruption, countering money-laundering and drug control.

72. Throughout the reporting period, UNODC continued its advocacy and fund-raising activities with the private sector, working with representatives from the media, the entertainment industry, the international press, NGOs and foundations.

3. Governance and financial situation

73. In 2008, the Commission on Narcotic Drugs established, pursuant to its decision 51/1 and Commission on Crime Prevention and Criminal Justice decision 17/2, a standing open-ended intergovernmental working group on improving the governance and financial situation of UNODC. The working group transmitted its recommendations to both Commissions.[20] On the basis of those recommendations, the Commission on Narcotic Drugs, in its resolution 52/13, decided to establish a standing open-ended intergovernmental working group on governance and finance. A mirror resolution was adopted by the Commission on Crime Prevention and Criminal Justice (resolution 18/3), to lead to the setting up of a single working group reporting to both bodies. The working group will provide, inter alia, a forum for dialogue between Member States and the Secretariat, and propose pragmatic recommendations on ways to enhance the governance and funding of UNODC.

74. UNODC has a deficient funding model, as the Office relies on a handful of donors; core funding is not assured and predictable; and the funding levels are not commensurate with the mandate. While UNODC has seen significant growth in special-purpose voluntary contributions (rising from $64 million in 2003 to more than $245 million in 2008), general-purpose income has shrunk from $19 million in 2003 to $15.2 million in 2008 and to $13 million in 2009 (general-purpose funds are used mainly to cover the costs of key staff positions in the areas of evaluation, policy, analysis and research, advocacy, strategic planning, human security and the rule of law, health and human development). The drop in general-purpose income in 2009 presented UNODC with an immediate challenge: to reduce current commitment levels by $3.9 million. Measures were and would continue to be taken to freeze vacant posts at headquarters, to reposition the field office network and increase cost-sharing agreements with host countries, and to adjust the organizational structure at headquarters to enhance internal coherence and optimize the use of resources. Those cost-saving measures, together with the regular budget economies contained in the Secretary-General's proposed programme budget outline for the biennium 2010-2011, could pose serious challenges for the ability of UNODC to meet the expectations of Member States and could compromise the ability of the Office to deliver on existing and new mandates or service new governance arrangements within existing resources.

[20] E/CN.7/2009/10-E/CN.15/2009/10.

V. Conclusions and recommendations

75. The UNODC *World Drug Report 2009* provides evidence that cultivation of crops for drugs (opium poppy and coca) is flat or down. Most importantly, major markets for opiates (Europe and South-East Asia), cocaine (North America) and cannabis (North America, Oceania and Europe) are in decline. The increase in the consumption of synthetic stimulants, particularly in East Asia and the Middle East, is cause for concern, although use is declining in developed countries.

76. Illicit drugs, however, continue to pose a health danger to humanity. Based on WHO estimates, drug use is one of the top 20 risk factors to health worldwide and one of the top 10 in high-income countries. Some 2.7 million people were newly infected with HIV in 2007. Injecting drug users infected with HIV number about 3 million, and less than 10 per cent of them are receiving treatment for drug dependence. Measures to prevent HIV among drug users are not available in many countries where the epidemic is spreading rapidly.

77. It is for these reasons that drugs are, and should remain, controlled. With this in mind, Member States at the high-level segment of the fifty-second session of the Commission on Narcotic Drugs confirmed their unequivocal support for the United Nations conventions that have established the world drug control system.

78. Upon the closing of the decade launched in 1998 by the special session of the General Assembly on drugs, the Commission on Narcotic Drugs formulated the Political Declaration and Plan of Action on International Cooperation towards an Integrated and Balanced Strategy to Counter the World Drug Problem, giving new impetus to international drug control. The onus is now on Member States to follow up and implement these international commitments in order to enhance progress to effectively counter the world drug problem.

79. Member States that have not acceded to the United Nation Convention against Transnational Organized Crime and the United Nations Convention against Corruption should do so. All Member States should implement these instruments, which can contribute to the prevention and control of drug-related crime, posing a serious security threat in many parts of the world.

80. Health is at the centre of drug control, in line with the spirit of the drug conventions aimed at protecting the health of people by preventing the use of dangerous drugs, alleviating the suffering of drug-dependent persons through treatment and taking care of drug-related health problems. Drug dependence should be recognized as a disease that needs to be treated using non-discriminatory and non-stigmatizing human rights-based approaches and interventions.

81. Member States should adopt a comprehensive approach, including drug dependence treatment; HIV prevention, treatment, care and support; and other health-care measures for affected individuals, mainstreaming these activities into the public health-care system. Demand reduction methods and programmes should be evidence-based and cost-effective.

82. Most people start to use drugs during their youth, and it is on young people that drug prevention activities are best targeted. Member States should prevent the use of illicit drugs through coherent evidence-informed interventions in a range of settings, in particular the family, the school, the workplace and the community.

83. Drug-related crimes take place mostly in urban settings controlled by criminal groups. Governments should address the problem of slums and dereliction in cities, through the renewal of infrastructures and assistance to youth, who are vulnerable to drugs and crime, with education, jobs and sport.

84. The Internet is being exploited for drug trafficking and other forms of crime; new international arrangements against cybercrime are necessary. In order to effectively combat cybercrime, a relatively recent form of criminal activity not restricted by national boundaries, international cooperation needs to be further enhanced, including through the provision of technical assistance and training tools.

85. Member States should make maximum use of the technical expertise and programme support on offer through UNODC to address the threat of illicit drug trafficking, requesting its assistance, including through its network of field offices, and supporting its in-country and cross-regional initiatives.

86. In meeting the challenges to law enforcement presented through globalization, Member States should take steps to ensure that they utilize to the fullest extent the opportunity presented by the five regional meetings of the subsidiary bodies of the Commission on Narcotic Drugs to strengthen operational cross-border cooperation, information exchange and judicial cooperation, and also as a venue for developing operational cooperation and reporting thereon to the Commission on Narcotic Drugs.

87. Member States are encouraged to participate in and resource regional initiatives such as the UNODC Container Control Programme, which has proved particularly effective in helping States to strengthen their commercial sea borders against trafficking in illicit drugs, their precursors and other forms of contraband.

88. The Paris Pact initiative has established itself as an effective coordination mechanism for States affected by the trafficking of illicit opium produced in Afghanistan, and Member States are encouraged to utilize its resources and act in concert to identify emerging trends and focus a collective response to meet the ongoing threat.

89. Member States should take measures to advance monitoring for illicit synthetic drugs, where it does not already exist, linking existing ATS-related activities around the world and taking measures to further the development of monitoring capacity, including for the early identification of emerging ATS trends, and to generate prevalence data.

90. Money-laundering is rampant. The recommendations devised to prevent the use of financial institutions to launder criminal money must be honoured by all Member States. Member States that have not yet done so should consider updating their legal and regulatory frameworks by actively contributing to international cooperation and establishing domestic multidisciplinary financial investigation and financial intelligence units.

91. Development is essential for reducing the world's supply of illicit drugs. Poverty, marginalization, insecurity and lack of opportunities to earn sustainable livelihoods are important reasons for illicit crop cultivation. Significant progress in reducing illicit crop cultivation in certain regions and countries has not resulted in a corresponding significant overall reduction in illicit drug production. Long-term national and international political and financial commitment to the development of

the areas and communities affected by illicit crop cultivation is needed to enable the affected States to sustain the gains achieved and to work towards the elimination of illicit drug crops.

92. Alternative development remains a cornerstone of supply reduction strategies, though its application has been wanting because of the limited financial and technical resources available to UNODC and affected Member States. Reaching just 23 per cent of the estimated 5.6 million people affected is not enough to make a considerable impact on illicit crop cultivation.

93. The broader development community, particularly the international financial institutions, have yet to fully recognize the importance of directly addressing small farmers within the context of poverty reduction and food security. Aside from isolated support, the international financial institutions have not incorporated alternative development areas within their programmes, significantly reducing the opportunities to make a larger impact with increased efficiency.

94. Member States, the international development community and the international financial institutions should increase their financial and technical support to and through UNODC for the implementation of alternative development programmes and projects in Member States experiencing problems with illicit crop cultivation.

95. Member States should fully support the strengthening of South-South cooperation by offering to share best practices and lessons learned in alternative development as well as in broad-scale agricultural and rural development.

96. Member States should consider supporting the design and implementation of the new UNODC regional programmes, which will ensure full ownership by the States concerned and the involvement of United Nations partners, key stakeholders and international funding partners. Member States should support the reconfiguration of the network of field offices of UNODC, aimed at increasing synergy and reducing costs.

97. Member States should consider providing regular and adequate resources to enable UNODC to implement its mandates and to provide support in accordance with the increasing demand for technical assistance. Member States should be encouraged to commit a share of their contributions to UNODC to general-purpose funding so as to maintain a sustainable balance between general-purpose funds and special-purpose funds. Member States should be encouraged to commit themselves to making, on a voluntary basis, biennial indicative pledges, aligned with the UNODC biennial budget cycle, in order to enhance the predictability and stability of funding for UNODC.

98. Member States should discuss ways to encourage host countries to make voluntary contributions for the regular operating costs of UNODC country and programme offices.